SLOUGH BOROUGH COUNCIL

REPORT TO:	Cabinet **DATE:** 27th June 2016
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WARD(S):	Haymill & Lynch Hill, Britwell & Northborough and Cippenham Green
PORTFOLIO:	Councillor Matloob - Commissioner for Transport and Highways

PART I
KEY DECISION

BURNHAM STATION – EXPERIMENTAL SCHEME

1 Purpose of Report

The purpose of this report is to seek:

- Approval to make permanent the experimental northbound option on Station Road and the associated works on Station Road,
- Approval to proceed with the implementation of the surrounding road network including improvements to Burnham Lane, the Five points junction and the A4 junctions ; and
- Approval to improve the access arrangements around Burnham Station including improvements on the station forecourt.

2 Recommendations/ Proposed Action

The Cabinet is requested to resolve:

a) That the offer of the Berkshire Local Transport Body to provide £2m towards the cost of the Burnham Station improvements be welcomed;

b) That the terms of the offer, including the need for the remainder of the scheme cost approximately £100K to be met by Section 106 contributions identified for the Burnham area be noted;

c) That the design of the scheme be agreed in principle subject to a positive outcome of the public consultation that is underway at the time of writing this report, and will be completed at the time of presenting this report to Cabinet.

3. The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan

3a. Slough Joint Wellbeing Strategy (SJWS) Priorities

Priorities:

- Health: Providing transport facilities that ensure residents can access the health services they need.

- Economy and Skills – Continue to provide residents with access to essential services by improving connections and journey times between work, home, leisure, school and making alternatives to the car more attractive.
- Regeneration and Environment; Improving facilities and access to bus services to increase the use of sustainable form of transport.
- Housing: Improved public transport links to the area, with quicker journey times for the bus routes serving the area and giving greater choices for residents as to where they can live and access work and facilities.
- Safer Communities: Reduced traffic congestion at the location to improve the environment for residents at the location. This should make a place where people feel safe to live and visit.

Cross-Cutting themes:

Improving the image of the town: By enhancing the sustainable transport links to Heathrow Airport, London and beyond, improving access and reducing journey times of local bus services and general commuter traffic.

3b. Five Year Plan Outcomes

- Slough will be the premier location in the south east for businesses of all sizes to locate, start, grow, and stay. By improving access from Burnham to Heathrow Airport from Slough Trading Estate through alternative forms of sustainable transport in this instance rail, with the a fully accessible station to appeal to more commuters.

4 Other Implications

a) Financial

The council submitted a separate business case to the LEP in March 2016 which identified the scheme would generate a medium to high return on investment. Analysis undertaken by the LEP's independent assessor recommended the funding for this scheme be approved by the Berkshire LTB.

Risk Management

Risk	Management of risk	Status
1 Unfavourable response to wider public consultation.	Public consultation and close working with Ward Members and NAGs. On-going dialogue with planning officers to address likely concerns.	Amber
2. Difficulty in co-ordinating the design and delivery of the wider access proposals with Crossrail programme.	Close working with Network Rail, First Great Western and Rail for London.	Amber
3. Additional car parking could require substantial earthworks and vehicular access could prove difficult.	Detailed engineering investigations and exploration of alternative options.	Amber
4. Objections to proposed traffic management measures.	Early engagement with stakeholders to address likely issues.	Green

5 Higher than expected costs.	Financial and project management.	Amber
6 Delays in procurement process.	Programme allows sufficient time for process.	Green

b) Human Rights Act and Other Legal Implications

There are no Human Rights Act Implications associated with the recommendations of this report.

In terms of legal implications, the traffic order will be processed under Road Traffic Regulation Act 1984 section 9 & 10

c) Equalities Impact Assessment

An Equalities Impact Assessment has been carried out. The following potential impacts, and their corresponding mitigations, were raised:

- Journey times potentially affecting road users in the area; this will be mitigated by improving various traffic signal junctions along the A4 and at the five points in Burnham.
- Free flowing traffic has now made it difficult for pedestrians to cross the road at various locations; new pedestrian crossings, a shared space and a 20mph zone will help improve accessibility and contribute to a safer environment.

(d) Workforce

No issues.

(e) Property

No issues.

(f) Carbon Emissions and Energy Costs

There will be no overall net increase in carbon emissions or energy running cost associated with this project.

5 **Supporting Information**

5.1 Burnham station is located between Burnham Lane and Station Road. The area is subject to considerable congestion in the morning and afternoon peaks due to not only the number of schools in the area, but also the commuter traffic from South Bucks heading for the station, trading estate and M4. Traffic has steadily increased over the past decade and as a consequence has resulted in the peak time delays starting sooner and ending later leading, now, to congestion being present for large parts of the day.

The council has been approached in the past by residents and local community groups to improve traffic flow and address commuter parking issues in the area. The traffic demand during the peak hours exceeds the current road hierarchy capacity around the Burnham Station area. Localised improvements such as carriageway widening,

improved or new traffic signal junctions will not resolve the current traffic congestion throughout this area. Thus a more strategic re-routing of traffic has been sought that will force drivers to alter their journeys that will relieve certain road corridors of these high congestion levels experienced.

Transport modelling was commissioned by officers in 2014 to assess 12 different scenarios. The scenarios included reversing the one way on Burnham Lane, making Station Road one way northbound and then southbound and closure of Station Road. The report found that all options would result in an improvement around the station but would also have some impact on other local roads. This report formed part of the Significant Decision.

Officers set up a working group consisting of Network Rail, Crossrail, Rail for London, Great Western Railway and Segro to discuss the options and the outputs from the assessment and to also understand how the area including the station could be improved. The working group are meeting regularly during the experimental scheme in order to work together on the various schemes at and around Burnham Station. A separate stakeholder group was also set up, comprising of ward councillors, neighbouring authorities (Buckinghamshire County Council, Burnham Parish Council, Taplow Parish Council, Dorney Parish Council), business groups, local interest groups and a local Tenants & Residents group. The groups meet bi-monthly and monthly respectively, and feedback on the experimental scheme is discussed as well as the wider plans for the station and proposed permanent scheme.

The council submitted a revised Business Case for the *Burnham Station and Access Improvements Scheme* to the Local Transport Body (LTB) in March 2016. The Business Case was audited by the LTB's external reviewers and was found to be compliant with the DfT's guidance on proportionate Business Cases. At the March 2016 meeting of the LTB, a full recommendation for approval of funding was proposed by the LTB. This recommendation has been accepted by the LTB and will result in the release of funding for the scheme beginning in the 2016/17 financial year.

In terms of the experimental traffic scheme, members agreed to initially proceed with the scheme option involving the full closure of Station Road. This process was subject to Scrutiny, Cabinet and Full Council before being approved.

The experimental scheme began on Friday 16th October at approximately midday. Phase 1 of the experimental scheme involved the full closure of Station Road at the railway bridge.

The Phase 1 experimental scheme involved the following:

- Full closure of Station Road at the rail bridge
- Reversal of one way system on Burnham Lane (between Buckingham Avenue and the south side of the railway bridge), from northbound to southbound
- Introduction of a mini-roundabout at the junction of Buckingham Avenue / Burnham Lane (towards railway bridge)
- Relocation of the bus stops (in both directions) from Burnham Lane to into the station 'triangle' area
- Making the station 'triangle' area one way northbound
- Residents parking scheme on Littlebrook Avenue
- Various traffic signal improvements throughout the area
- Signage and on-street works to notify drivers of the above changes

A report detailing the three-month summary of the Phase 1 scheme was produced, and is available to view at: http://www.slough.gov.uk/moderngov/documents/s40591/Burnham%20Station%20Traffic%20Scheme%20Report.pdf

Following the month three report for Phase 1, SBC took the decision to trial a second experimental phase for the scheme, involving the northbound operation of Station Road as opposed to a full closure.

The Phase 1 scheme ran from Friday 16th October until the morning of Thursday 25th February 2016, Phase 2 began at approx. 11am on 25th February 2016.

The Phase 2 experimental scheme involved the following:

- Opening Station Road at the railway bridge, to northbound only traffic, from Stanhope Road to Burnham Lane
- Narrowing Station Road near the bridge to deter vehicles attempting to travel southbound under the bridge and to assist pedestrians crossing the road here
- Keeping some of the existing features of the current scheme including:
    - Station triangle being one way
    - Mini roundabout at the junction of Burnham Lane with Buckingham Avenue
    - Bus stop location remaining on Station Road at the triangle (in both directions)
- New direction and information signs
- Traffic signal works to support the new scheme

The Phase 2 scheme has been in place for approx. three months at the time of writing this report.

5.2 Consultation process:

The procedure for consultation as part of an experimental traffic order is such that consultation begins once the scheme is operational. In this case the consultation for Phase 2 began on 25th February 2016.

The scheme was publicised via various council channels, including:

- Press release and media enquiries
- Social media updates, including on the new Transport for Slough Facebook page, which was not in place for Phase 1 of the experimental scheme
- Emails to stakeholders including schools, affected members, local groups and station stakeholders (e.g. SEGRO, Great Western Railway)

This highlighted the various methods to contact the council with feedback on the scheme:

- Online SurveyMonkey questionnaire (NB separate questions to the Phase 1 survey)
- Writing to the council
- Emailing TfS@slough.gov.uk

- Discussing on the TfS facebook page
  www.facebook.com/TransportforSlough

5.3 In total 885 responses were received with regard to both consultation exercises - 762 responses for the closure and 123 responses for the northbound option.

The full breakdown of the consultation results has been provided on the Slough website as follows:
http://www.slough.gov.uk/parking-travel-and-roads/burnham-station-traffic-scheme.aspx
Table 1 provides a summary of the Phase 1 consultation results and Table 2 provides a summary of Phase 2 consultation up until 12th May 2016 as an indicator of the Phase 2 results to date. Further detail on the surveys and consultation results can be seen in appendices 1 to 7 of this report.

Table 1: Phase 1 Responses (16th October 2015 – 25th February 2016)

Question	Responses (largest in bold)
1. The scheme has stopped people turning right from Burnham Lane into Station Road at the triangle, and moved the bus stops away from Burnham Lane. Has this made the traffic better or worse on Burnham Lane?	○ I think the traffic is better (34%) ○ **I think the traffic is worse (47%)** ○ I think the traffic is about the same (12%) ○ Don't know (8%)
2. A new mini roundabout has been put in at the junction of Burnham Lane and Buckingham Avenue. Do you think the mini roundabout is a good idea?	○ Yes (42%) ○ **No (46%)** ○ Don't know (13%)
3. Burnham Lane between the A4 and the new mini roundabout has been changed from one way northbound to one way southbound (under the railway bridge only). Do you think this new system works?	○ Yes (24%) ○ **No (66%)** ○ Don't know (11%)
4. The scheme has closed the road to traffic at the railway bridge on Station Road Burnham. As a driver / passenger, has this made your journey:	○ Better (14%) ○ **Worse (79%)** ○ About the same (4%) ○ Don't know (3%)
5. The scheme has closed the road to traffic at the railway bridge on Station Road Burnham. As a pedestrian / cyclist, has this made your journey:	○ Better (12%) ○ Worse (26%) ○ About the same (26%) ○ **Don't know (36%)**
6. Do you think the scheme has improved access to Burnham train station for drivers?	○ Yes (14%) ○ **No (69%)** ○ Don't know (17%)
7. Do you think the scheme has improved access to Burnham train station for those on foot / bike?	○ Yes (18%) ○ **No (42%)** ○ Don't know (40%)
8. Do you think the area around Burnham train station has been made safer for those on foot / bike since the scheme has been in place?	○ Yes (20%) ○ **No (52%)** ○ Don't know (28%)
9. Has the experimental scheme made your journey better or worse overall?	○ Better (19%) ○ **Worse (81%)**

Table 2: Phase 2 Responses (26th February 2016 – 12th May 2016)

Question	Responses (largest in bold) – NB all questions were single-choice answers except Q3.
Q1: The scheme has allowed one way northbound traffic on Station Road. Has this made the traffic better or worse in general?	○ **I think the traffic is better (69%)** ○ I think the traffic is worse (21%) ○ I think the traffic is about the same (9%) ○ Don't know (1%)
Q2: In your experience has the northbound scheme reduced traffic congestion on the A4 Bath Road?	○ **Yes (54%)** ○ No (12%) ○ Traffic congestion is about the same (23%) ○ Don't know (7%)
Q3: In your experience has the northbound scheme improved access to / from the Cippenham area?	(NB multiple choice question) ○ **Yes, access TO the Cippenham area has improved (25%)** ○ **Yes, access FROM the Cippenham area has improved (58%)** ○ No, access TO the Cippenham area has got worse (15%) ○ No, access FROM the Cippenham area has got worse (7%) ○ Don't know (6%) ○ Not applicable / don't travel to/from Cippenham (15%)
Q4: Burnham Lane between the A4 and the new mini roundabout remains one way southbound (under the railway bridge only). Do you think this new system works well in conjunction with the one way northbound on Station Road?	○ **Yes (72%)** ○ No (21%) ○ Don't know (7%)
Q5: As a driver has the northbound scheme improved your access to / from Burnham train station?	○ **Yes (63%)** ○ No 18%) ○ Don't know (3%)

	○ Not applicable (16%)
Q6: As a pedestrian / cyclist has the northbound scheme improved your access to / from Burnham railway station?	○ Yes (20%) ○ No (27%) ○ Don't know (4%) ○ **Not applicable (50%)**
Q7: Has the relocation of the bus stops to the railway triangle improved access / reduced delays?	○ Yes, I use the bus and it has improved my journey (3%) ○ Yes, it has improved my journey by car locally (30%) ○ No, I use the bus and it hasn't improved my journey (2%) ○ No, it hasn't improved my journey by car locally (15%) ○ Don't know (16%) ○ **Not applicable (37%)**
Q8: Do you think the area around Burnham train station has been made safer for those on foot / bike since the scheme has been in place?	○ Yes (26%) ○ **No (45%)** ○ Don't know (20%) ○ Not applicable (9%)
Q9: Has the experimental scheme made your journey better or worse overall compared to the area prior to both experimental schemes?	○ **Better (72%)** ○ Worse (28%)

When comparing responses to the questions in the Phase 1 survey to those in the Phase 2 survey it is clear that responses to the Phase 2 scheme are much more positive in terms of support for this phase of the scheme. This can be most easily seen in the responses to question 9 - *'Has the experimental scheme made your journey better or worse overall?*' For Phase 1 the result was very negative with 81% of respondents saying their journey had been made worse, for Phase 2 however 72% of respondents stated that their journey is now better.

5.4 Prior to the closure, during the full closure, and throughout the northbound scheme, surveys were undertaken in a number of locations covering a 2km radius in order to measure the traffic volume and speed (see webpage). Automatic Traffic Counters were placed on key roads in the area. A summary of the results from these ATCs is presented in Table 3. This is informed by data up to 8th May 2016; additional data covering the coming weeks will be included in the updated appendices in early June. The ATC data is summarised by comparing both Phase 1 and Phase 2 with the 'before' data. It is clear that the road network, in spite of modifications to a number of junctions along the A4 was not able to disperse the traffic to reduce delays, as a result the decision was taken to make the change. The change to northbound on Station Road had a positive result for the A4 and the Cippenham area but in addition did not negate all the benefits on Burnham Lane which were realised under the full closure.

Table 3 ATC Volume and Speed Data

Location of ATC	**Traffic volume trends**		**Traffic speed trends**	
	'Before / Phase 1'	**'Before / Phase 2'**	**'Before / Phase 1'**	**'Before / Phase 2'**
Dover Road (at bridge)	Overall there has been a rise in traffic levels since the week of the closure, in the region of +10%. As expected there is a dip in traffic levels over the Christmas period.	There has been a very slight decrease in traffic volumes along Dover Road since the introduction of the northbound scheme. This is only in the region of 1% however.	There are slight fluctuations in speed throughout the time before the full closure of Station Road and during the closure however, overall speeds have stayed relatively consistent with a rise over Christmas correlating with the reduction in traffic volume.	Speeds have stayed similar before any scheme and during the northbound only scheme.
A4 Bath Road (to the east of Huntercombe Spur roundabout)	Traffic levels before any scheme was introduced were approximately 7% higher than traffic levels at the time when Station Road was fully closed.	When comparing traffic levels before the closure of Station Road and during the northbound scheme it can be seen that levels have remained extremely similar with no average increase	Traffic speeds have fluctuated during this period, especially the AM peak speeds. Over the Christmas period there was a large decrease in the mean weekly speeds but an increase in the AM and PM peak speeds.	When comparing speeds along the road before Station Road was closed and during the northbound only scheme it can be seen that speeds are very similar, with only a very slight decrease noted.

		recorded.		
A4 Bath Road (to the west of Stowe Road)	Traffic levels along this section of the Bath Road had risen by approximately 8% after the full closure of Station Road.	When the full closure of Station Road moved to the northbound only scheme traffic levels rose further so that they were 9% higher than levels before any scheme was in place.	Mean speeds have fluctuated considerably over this time. An increase in speeds over the Christmas period was noted but overall there was a slight decrease in speeds.	When comparing speeds before any scheme and during the northbound only scheme it has been noted that they have stayed relatively consistent, although overall there has been a small decrease which is most obvious in the PM peak speeds.
Burnham Lane (to the south of the Buckingham Avenue junction, near the railway bridge)	Changes along Burnham Lane have been quite marked. There was a significant rise in traffic levels after the closure of Station Road. This increase is in the region of 31%. A large decrease in traffic levels however is observed in the week of and following the closure of the road.	The increase in traffic levels is even more apparent when comparing the levels before any scheme and during the northbound only scheme. Here the increase is in the region of 66%. This can be correlated with the reversal of Burnham Lane to southbound at the railway bridge, and the closure of Station Road to southbound traffic, increasing traffic on this new southbound section.	Speeds have stayed relatively consistent apart from a large decrease along the road the week that the full closure was implemented. Overall however there has been a slight rise in speeds.	The northbound scheme did not result in a significant change in speeds on Burnham Lane. A slight rise in the mean AM and PM peak speed is noted.
Buckingham Avenue (to the east of Henley	Traffic levels along Buckingham Avenue have stayed relatively consistent.	The increase in traffic levels after the re-opening of Station Road northbound	Traffic speeds along this road decreased slightly during the full closure of Station	Speeds along this road during the northbound only scheme were almost identical to the time

Road)	Overall there was a 1% decrease in traffic levels after the closure of Station Road, probably due to the effect of Christmas.	compared to before any scheme was around 2%.	Road, this was most apparent in the PM mean speeds.	before any scheme was implemented.
Station Road (south of railway bridge)	After the full closure of Station Road, as would be expected traffic levels dropped off dramatically. An 87% decrease in levels was calculated.	Since the road has been re-opened northbound traffic levels have started to rise again, the decrease is now approximately 52%.	Traffic speeds along Station Road rose just after it was closed. During the closure speeds stayed consistent.	Since the re-opening of the road in a northbound direction speeds have risen. They are now around 5 mph faster than they were before any scheme was in place.

5.5 The full closure of Station Road provided improvements on the road network specifically around Burnham Lane and Station Road. The area directly outside the station became more pedestrian/cyclist friendly with fewer cars travelling through. However, in terms of dis-benefits the road network on the A4 and Cippenham local roads were adversely affected.

5.6 The northbound option resulted in fewer issues on the A4 and in Cippenham with traffic on Burnham Lane still flowing well. Outside the station has seen an increase of through-traffic but has seen a drop in the pedestrian feel, this can be re-established in the permanent scheme through the public realm design. There are still a number of changes that need to be implemented to improve safety around the station, these will include a 20mph zone, pedestrian crossing points and a shared space which in turn are expected to reduce the collisions that have occurred since implementing the northbound option. Improvements will also be made to the Burnham Lane Buckingham Avenue roundabout junction, which will reduce speeds and provide better pedestrian crossing points, these elements will be included in a separate local consultation and will feed into the final design.

5.7 Overall the experimental scheme can be seen as a positive change to the area with traffic moving across the network in a more efficient way. The scheme has enabled the council to improve access to the station, reduction congestion and with the permanent scheme deliver economic growth. There were two stakeholder groups initiated as part of the scheme.

5.8 The permanent scheme proposed for Burnham will include the following elements:

- Northbound traffic only on Station Road (Stanhope Road to Burnham Lane)
- Shared space inside/outside the station
- 20 mph zone covering the Burnham triangle (separate consultation)
- New zebra crossings on Burnham Lane adjacent to the station
- A full upgrade to the Five Points junction including MOVA upgrade
- MOVA/minor traffic signal upgrades to St Andrews Way, Elmshott Lane and Burnham Lane junctions
- Permanent relocation of the bus stop outside the station (in both directions
- New car park facility (min 36 spaces)
- Taxi provision/Electric Charging Points

6 Comments of Other Committees

Please refer to O&S minutes dated:10th September 2015; 20th January 2016 and 29th March 2016.

7 Conclusion

The results from both consultations has indicated that residents and stakeholders favour the northbound option to the closure, this does limit some of the regeneration options but still leaves the council opportunities for later consideration which will be addressed as part of the local plan review. The process has proved successful and enabled the council the opportunity to trial changes along the road network which has resulted in a number of journey time improvements. The permanent scheme design will further enhance the area and improve the customer experience for those using the station.

8 Appendices Attached

Appendix 1 - scheme leaflet
Appendix 2- SurveyMonkey analysis
Appendix 3 - Schools feedback
Appendix 4 - Email feedback
Appendix 5 - Other Stakeholder feedback
Appendix 6 - Journey time surveys
Appendix 7 - Automatic Traffic Counts

9 Background Papers

Detailed information such as traffic survey data, updated SurveyMonkey data, stakeholder feedback, and a scheme design proposal can be seen on the councils website.